

DOCUMENT RESUME

ED 164 971

CE 019 559

TITLE The Work Incentive Program. Eighth Annual Report to the Congress on Employment and Training under Title IV of the Social Security Act, October 1, 1976-September 30, 1977.
 INSTITUTION Department of Labor, Washington, D.C.
 PUB DATE [70]
 NOTE 37p.; For related documents see ED 139 988 and ED 149 046

EDRS PRICE MF-\$0.83 HC-\$2.06 Plus Postage.
 DESCRIPTORS *Ancillary Services; Blacks; Caucasians; Disadvantaged Groups; Educational Opportunities; Employment Experience; Employment Programs; Employment Qualifications; *Employment Services; Federal Programs; Females; *Job Training; Males; Participant Characteristics; Statistical Data; Wages; *Welfare Recipients; *Work Experience Programs; Working Women
 IDENTIFIERS Aid to Families with Dependent Children; United States; *Work Incentive Program

ABSTRACT

The activities presented in this Work Incentive (WIN) program report are those designed to assist the movement of employable Aid to Families with Dependent Children (AFDC) recipients from welfare to work and economic independence. The first of seven sections presents statistics on WIN programs, including (1) intake, (2) individuals employed, (3) job entries, and (4) employment programs. Section 2 reviews some statistics and reports that in 1977 over 400,000 WIN participants entered jobs or training programs. Section 3 describes the WIN AFDC relationship and the WIN population by sex, race, age, and years of school completed. For example, nearly three-fourths of WIN registrants in 1977 were women; somewhat more than half were white. The fourth section reviews the general WIN services and the particular employment, training, and supportive services. The WIN job entries and hourly entry wages are reported in section 5. Program funding is discussed in section 6. The final section focuses on the WIN research, demonstration, and evaluation efforts. For instance, 1977 research studies examined the WIN population and the best ways to provide assistance to that group. The appendix contains statistical data on WIN participants. A glossary is included. (For a related document see ED 149 046.) (CSS)

 * Reproductions supplied by EDRS are the best that can be made *
 * from the original document. *

The Work Incentive Program

Eighth Annual Report
to the Congress on
Employment and Training
Under Title IV of the
Social Security Act

October 1, 1976-
September 30, 1977

U.S. Department of Labor
Ray Marshall, Secretary

U.S. Department of Health,
Education, and Welfare
Joseph Califano, Secretary

ED164971

CE 019 559

U.S. DEPARTMENT OF HEALTH,
EDUCATION & WELFARE
NATIONAL INSTITUTE OF
EDUCATION

THIS DOCUMENT HAS BEEN REPRO-
DUCED EXACTLY AS RECEIVED FROM
THE PERSON OR ORGANIZATION ORIGIN-
ATING IT. POINTS OF VIEW OR OPINIONS
STATED DO NOT NECESSARILY REPRESENT
OFFICIAL NATIONAL INSTITUTE OF
EDUCATION POSITION OR POLICY.

FOREWORD

More than a million registrants in the Work Incentive (WIN) program have entered unsubsidized employment since the program began in 1968. All have come from a welfare population--applicants for and recipients of Aid to Families with Dependent Children (AFDC)--the WIN target population.

Authorized by amendments to title IV of the Social Security Act (SSA), WIN is designed to assist the movement of employable AFDC recipients from welfare to work and economic independence. Participation in the program is mandatory as a condition of eligibility for AFDC benefits for all individuals at least 16 years of age who are not legally exempt.

As a group, welfare recipients differ in important respects from the general population. They are less likely to have completed high school, more likely to be in low-skill occupations when employed. They are less likely to have been recently employed, more likely to be part of a female-headed household. They are more likely to have employment-blocking problems related to health, transportation, and child care, less likely to have reserves to tide them over periods of unemployment or crisis. Their problems are likely to be multiple and complex. No single, simple remedy will solve them all.

WIN applies a variety of coordinated techniques and mechanisms to these problems. Its own and other resources, such as those of Comprehensive Employment and Training Act (CETA) prime sponsors, title XX (SSA), and Vocational Rehabilitation, are utilized to provide the training, education, supportive, and employment services needed to help WIN registrants move from welfare rolls to self-support. The resources of the Departments of Labor and of Health, Education, and Welfare are joined at the national level and at State and local levels to provide a full range of employment and social services to assist welfare recipients in their striving for independence.

WIN enters its 10th year in a period of widespread concern about the Nation's welfare system and of demand for its reform. Proposals for welfare reform vary in many respects, but are unanimous in the requirement that employable welfare recipients accept suitable jobs or preparation for work, and that they must be aided, when necessary, in obtaining employment. Both are basic elements of the existing WIN program.

WIN is treated differently in the various proposals for welfare reform. In the Administration's proposed Program for Better Jobs and Income, WIN would be absorbed into an integrated employment and training delivery system serving the expanded clientele eligible for assistance under that plan. The WIN experience in working with a welfare population seeking jobs will make a contribution to a revised welfare program. For the present and the immediate future, WIN planning emphasizes efforts to increase the number and quality of jobs available to registrants, develop improved service delivery systems, and expand opportunities for women to enter nontraditional occupations and advance in more traditional jobs. The focus will continue to be upon helping the individual to become an independent, contributing member of the community.

ERNEST G. GREEN
Assistant Secretary for
Employment and Training

ARABELLA MARTINEZ
Assistant Secretary for
Human Development Services

Contents

	Page
Foreword	v
Significant Statistics	1
Introduction	3
The WIN Population	5
Services to Registrants	9
Scope	9
Employment Services	10
Training Services	11
Supportive Services	12
Outcomes	15
Jobs	15
Wages	17
Funding	21
Research, Demonstration, and Evaluation	23
Statistical Appendix	25
Glossary	39

SIGNIFICANT STATISTICS

	Fiscal Year 1977		10/75- 9/76 <u>1/</u>	Change	
	Indi- viduals	Trans- actions	Trans- actions <u>2/</u>	Number	Per- cent
<u>Intake</u>					
New registrants	1,060,739	1,121,240	940,641	180,599	19.2
On board - 9/30/77	1,541,761	-	-	-	-
Appraisals	690,825	713,500	746,641	-33,141	-4.4
<u>Individuals employed <u>3/</u></u>					
Total	<u>4/</u> 272,006	-	-	-	-
Full-time	245,566	-	-	-	-
Part-time	31,988	-	-	-	-
<u>Job entries <u>3/</u></u>					
Total	-	317,309	251,243	66,065	26.3
Full-time	-	281,698	229,472	52,226	22.8
Part-time	-	35,611	21,771	13,840	63.6
<u>Employment and training programs <u>5/</u></u>					
Total	150,401	158,222	132,165	26,057	19.7
WIN funded	89,263	93,813	96,079	-2,266	-2.4
Non-WIN funded	61,138	64,409	36,086	28,323	78.5

1/ This is the most recent previous 12-month period comparable to fiscal year 1977.

2/ Data for individuals not available for period Oct. 1, 1975 - Sept. 30, 1976. Comparisons (change from that period to fiscal 1977) are for trans-actions (e.g., number of jobs, training slots).

3/ Expected to last 30 days or more.

4/ An individual may have held both full-time and part-time employment during the year and is counted in each, but only once in the total.

5/ Includes on-the-job training, public service employ-ment, institutional training, and work experience.

INTRODUCTION

By fiscal 1977, over 90 percent of the Nation's 3½ million AFDC families were living in areas covered by WIN projects. More than 1½ million registrants were on board at the end of the fiscal year, during which over 420,000 individuals entered jobs or training from the WIN program.

During the fiscal year, WIN registrants obtained more than 300,000 unsubsidized jobs, a fourth more than in the previous year. Half of the new jobholders earned enough to remove themselves and their families from the AFDC rolls immediately. The others continued to receive some assistance, at least for a time, but at a reduced benefit level. Welfare agencies reported welfare grant reductions amounting to more than \$400 million, on an annual basis, as the result of WIN registrants' entry into employment in fiscal 1977.

Average starting wages for both men and women entering employment from WIN were above the then-Federal minimum of \$2.30 an hour. For men, the rate was \$1.38 an hour higher; for women, it was \$0.43 above.

During the year, the program made advances in helping women gain entry to better paid, nontraditional occupations. Progress was also made in streamlining procedures to speed up employment of the job-ready, thereby permitting staff to devote more time to those who required more extensive service. By the end of the fiscal year, the program was achieving a balance in helping those most in need of multiple services and serving those able to move into the economic mainstream with minimal guidance.

THE WIN POPULATION

All applicants for and recipients of Aid to Families with Dependent Children (AFDC) who are at least 16 years of age must register with WIN as a condition of eligibility for AFDC benefits unless legally exempt by reason of health, incapacity, home responsibility, advanced age, student status, or remoteness from a WIN project. Exempt persons may volunteer for participation.

In September 1977, more than 3½ million families were receiving AFDC. Each family included at least one adult; some also included one or more persons between the ages of 16 and 21 who were eligible for AFDC. Not all of them were subject to the mandatory WIN registration requirement. Some families had no mandatory registrant; others had more than one. In September 1977, there were somewhat more than 1½ million registrants, mandatory and voluntary, on board in the WIN program, 43 percent as many as there were AFDC families at that time. (See table 3A.)

Nearly three-fourths (72.6 percent) of WIN registrants in fiscal 1977 were women; somewhat more than half (55.4 percent) were white; and nearly two-thirds (62.0 percent) were in the prime working ages of 22 through 39 years. Two-fifths had completed high school, and only 1 in 10 had not completed at least 8 years of school. (See table 1.) More than 222,000 were working registrants--employed, but not yet earning enough to be entirely self-supporting.

The proportions of women, minorities, and school dropouts were considerably higher among WIN registrants than in the general population and work force. Women made up 73 percent of the WIN population in fiscal 1977, in contrast to only 41 percent of the civilian labor force for the calendar year. For minorities the proportions were more than 40 percent of registrants and less than 12 percent of the labor force.

The educational attainment of all persons 25 years of age or older in the United States was almost exactly the reverse of that of WIN registrants. Only about two-fifths of WIN registrants had completed at least 12 years of school; the remaining three-fifths had dropped out before high school graduation. On the other hand, more than three-fifths of all persons 25 years of age or older in the United

States had completed at least 12 years of school, and somewhat less than two-fifths (36 percent) had less than 12 years of education.

As in the mainstream labor force, women, minorities, and school dropouts in WIN were less likely to find employment than were men, white persons, and high school graduates. Women made up nearly three-fourths of all WIN registrants, but less than two-thirds of those entering employment from WIN in fiscal 1977. White registrants accounted for two-thirds of job entrants, although they were only 55 percent of registrants. Those who had failed to complete high school were similarly underrepresented among job entrants, compared with their proportion of registrants. (See table 1.)

Table 1. WIN Registrants and Job Entrants, by Selected Characteristics, Fiscal Year 1977
[Percent]

Characteristic	Registrants	Job Entrants
<u>Total</u>	100.0	100.0
<u>Sex</u>		
Male	27.4	37.8
Female	72.6	62.2
<u>Race</u>		
White	55.4	67.6
Black	39.0	28.9
Other	2.8	2.4
Information not available	2.8	1.1
<u>Age</u>		
Under 22 years	15.7	15.2
22 to 39 years	62.0	69.4
40 years and over	22.3	15.4
<u>Years of school completed</u>		
Under 8	10.5	6.2
8 to 11	48.7	44.8
12	33.1	39.1
More than 12	7.7	9.9

SERVICES TO REGISTRANTS

Scope

WIN is administered jointly by the Department of Labor and the Department of Health, Education, and Welfare. At the local level, responsibility for the program is shared by the WIN sponsor, usually the public employment service, and the welfare agency.

Employable AFDC applicants are registered by the WIN sponsor and interviewed by sponsor staff. Individuals determined by the income maintenance unit (IMU) of the welfare agency to be eligible for AFDC are assisted by WIN sponsor staff and staff of the separate administrative unit (SAU) of the welfare agency to develop and implement an employment plan and may be referred to jobs, training, or other needed assistance.

Prior to a registrant's entrance into employment or a course of preparation for employment, the SAU must certify that supportive services are not required or that required services are available and will be provided. Supportive services may include day care, medical examinations and remedial medical care, family planning, home management assistance, and transportation, among others.

The WIN sponsor is responsible for providing, or arranging for, employment and employability services, including referral to jobs and training, to public service employment and work experience 1/ and for job development.

1/ Work experience provides training onsite with a public or private nonprofit agency, to provide the individual with orientation to the world of work, the opportunity to sharpen skills and/or become familiar with a work setting. There is not an employer-employee relationship, and the individual is not necessarily employed by the agency in which placed upon termination of the work experience period.

Employment Services

WIN is intended to help registrants find jobs and develop their ability to function independently and effectively in the labor market. Two techniques, both initiated in fiscal 1976 and continued in 1977, were specifically directed to those goals. They were the Intensive Manpower Services (IMS) component and an experimental Job Finding Club project.

The IMS component provides concentrated employment and employability services to basically job-ready individuals. Stress is on self-help--motivating individuals and teaching them the skills needed for successful job search and job retention. By the end of fiscal 1977, about three-fourths of the States had implemented the component, and nationwide nearly a tenth of WIN job entries were directly from IMS. The proportion varied considerably, however, from less than 1 percent in some States to a high of 43 percent in Wisconsin.

An innovative experiment was the Job Finding Club, which--like IMS--concentrated on developing the job-finding skills of essentially job-ready individuals. WIN registrants participating in the club met daily and were given instruction and practice in locating job openings, applying for jobs, writing résumés, and other skills required for successful job search and performance. The experiment was conducted at five sites--Milwaukee, Tacoma (Wash.), the Harlem area of New York City, New Brunswick (N.J.), and Wichita (Kans.). Preliminary reports indicate that club participants obtained work in a shorter time and found better paid jobs than did those in control groups. Each participant stayed in the club until he or she found a job. Average time for locating a job was about 2 weeks, compared with an average of 6 weeks for nonparticipants.

Training Services

The registrant who comes to WIN without a marketable job skill may be provided with classroom or on-the-job training (OJT) or be placed in work experience with a public or private nonprofit agency. Registrants for whom a job in the regular economy is not immediately available may be placed in public service employment (PSE). WIN utilizes its own resources and those of other programs to provide work and training opportunities for registrants.

In fiscal 1977, more than 150,000 WIN registrants entered one or more of these components. WIN funds were used to provide classroom training or work experience to more than 52,000 individuals and to enable nearly 37,000 to enter OJT or PSE. More than 61,000 entered work or training through programs supported by CETA and other non-WIN funds.

Some individuals participated in more than one program or project. For example, an individual might complete a course in stenography and then be placed in work experience before placement in unsubsidized employment is feasible. In fiscal 1977, WIN registrants were provided more than 158,000 work and training opportunities, an increase of one-fifth over the previous year.

Supportive Services

The provision of supportive services is an essential feature of the WIN program. As might be expected in a program in which women--many of them mothers of young children--predominate, day care is the most frequently needed supportive service. In a typical quarter, program year 1976, more than 92,000 children of WIN registrants received day care funded from title IV (SSA) WIN allocations. More than half of the children received full-time care, and over one-third were cared for in their own homes. In addition, some children of WIN registrants were among the children in AFDC households given day care funded under title XX (SSA). (See table 2.)

A further reflection of the preponderance of women in WIN was the substantial use of home management and family planning services. Assistance with transportation, medical examinations, and help with housing improvement were among other services provided.

The following tabulation shows the number of WIN registrants receiving selected services in an average quarter in program year 1976:

Family planning.....	17,643
Homemaker services.....	1,060
Home management.....	20,264
Housing improvement.....	4,601
Medical examination(s).....	3,866
Transportation.....	4,960
Vocational rehabilitation.....	2,693

Table 2. Children Receiving Day-Care Services, by Type of Care and Funding Source, Average Quarter, Program Year 1976 1/

Type of care	Funding source	
	WIN	Title XX (SSA) <u>2/</u>
Total	92,320	90,073
In home:		
Total	34,725	12,527
Full time	18,997	8,540
Part time	15,728	3,987
Family day care:		
Total	35,406	15,226
Full time	18,696	10,514
Part time	16,710	4,712
Group day care:		
Total	1,445	2,569
Full time	1,033	2,225
Part time	412	344
Day care center:		
Total	20,744	59,751
Full time	14,779	48,491
Part time	5,965	11,260

1/ Oct. 1, 1975, to Sept. 30, 1976.

2/ Includes some children in WIN families.

OUTCOMES

Jobs

WIN registrants obtained more than 300,000 jobs in fiscal 1977, substantially more than in any previous year. The number of full-time jobs was up more than 52,000--from 229,472 to 281,698--a 23 percent increase. Although the actual number of part-time jobs was much smaller--they rose from 21,771 to 35,611--the change represented an increase of nearly 64 percent over the previous year. Followup of job entrants showed that three-fourths of them were still employed at the end of 30 days.

The growing importance of part-time employment is consistent with nationwide labor market trends and the character of the WIN population. A study conducted under contract with the Department of Labor found that, "Part time employment is surprisingly common, and it is growing. More than 20 percent of all people who work are employed part time." 1/

A WIN research project covering a sample of WIN registrants employed part time revealed that 90 percent were women and that they worked an average of 18 hours a week. The primary reasons given for working part time were that the workers wanted to be home when their children were not in school or that they could not find full-time employment.

Half of the jobs held by WIN registrants in fiscal 1977 were in clerical and service occupations. The occupational distributions for men and women, however, were very different. About two-thirds of the jobs held by women were in service and clerical occupations. Somewhat less than two-thirds of the jobs held by men were in service occupations, machine trades, and structural work (See table 3.)

1/ Stanley D. Nollen, Brenda B. Eddy, and Virginia H. Martin, Permanent Part Time Employment: The Manager's Perspective (Washington: Georgetown University, May 1977), p. 1

Table 3. WIN Job Entries, by Occupation and Sex, Fiscal Year 1977

Occupation		Number			Percent		
		Total	Male	Female	Total	Male	Female
All occupations	<u>1/</u>	327,559	123,331	204,228	100.0	100.0	100.0
Professional, technical, and managerial		22,663	7,536	15,127	6.9	6.1	7.4
Clerical		53,232	6,308	46,924	16.3	5.1	22.9
Sales		17,318	5,526	11,792	5.3	4.5	5.8
Service		111,171	23,769	87,402	33.9	19.3	42.8
Farm, forestry, and fishery		9,632	8,014	1,618	2.9	6.5	0.8
Processing		16,359	9,229	7,130	5.0	7.5	3.5
Machine trades		24,360	18,008	6,352	7.5	14.6	3.1
Benchwork		34,151	9,461	24,690	10.4	7.7	12.1
Structural work		38,673	35,480	3,193	11.8	28.7	1.6

1/ Includes both full- and part-time and short-term (less than 30 days) as well as longer term jobs.

The occupational distribution of WIN registrants entering employment reflects that of the AFDC population generally. In a 1975 study of AFDC families, the most frequently reported usual occupations of AFDC mothers were service and clerical work. ^{2/} The usual occupations of more than half (54.5 percent) of the fathers were in some type of blue-collar work, and over half of those in blue-collar work had been or were employed as laborers. ^{3/}

A major concern in WIN continues to be the upgrading of registrants' skills to enable them to take better paid jobs. For women, this means both advancement in traditional occupations and entry into jobs not traditionally held by women.

Among WIN efforts to help women gain entry to nontraditional jobs was a program conducted by the Brotherhood of Railway and Airline Clerks (BRAC), to train and place welfare mothers in jobs traditionally closed to women in the transportation industry. By the end of the project in September 1977, about 80 women had been placed in jobs, three-fourths of them nontraditional, at average wages of \$5.50 an hour.

Wages

Registrants entering employment from the WIN program started at an average wage of \$3.10 an hour, 80 cents above the then-Federal minimum of \$2.30 an hour. For men, the average wage was \$3.68 an hour; for women, \$2.73. (See table 2A.) Well over four-fifths of all WIN job entrants in fiscal 1977 were paid a starting wage at or above the \$2.30 minimum. Two-fifths started work at \$3 or more an hour.

^{2/} Aid to Families with Dependent Children. 1975 Recipient Characteristics Study. Part 1, Demographic and Program Statistics, HEW pub. No. (SSA) 11-11777 (Washington: U.S. Department of Health, Education, and Welfare, Social Security Administration, Office of Research and Statistics, 1977), pp. 54 and 55.

^{3/} Ibid. p. 4 .

As a group, men fared best in terms of wages at job entry. Only a little more than a third of the men entering employment from WIN were paid less than \$3 an hour at job entry, a wage paid to more than two-thirds of the women. Nearly a fifth of the men, but only about 3 percent of the women began work at \$5 or more an hour. Similarly, white registrants averaged higher starting wages than did those of minority groups, and youth (under 22 years old) were generally paid less at job entry than were those 22 years of age or older. (See table 4.)

The lower wages paid to women are attributable, in large part, to their occupational distribution. As noted earlier, women tend to cluster in the lower paid service and clerical jobs. Few were engaged in such relatively well-paid occupations as machine trades and structural work, which accounted for more than two-fifths of the jobs held by men.

Table 4. Hourly Entry Wages of WIN Job Entrants, by Selected Characteristics, as of September 30, 1977

[Percent distribution]

Characteristic	Total		Less than \$2.30	\$2.30-2.99	\$3 - 3.99	\$4 - 4.99	\$5 or more	Not re-reported
	Number	Percent						
Total	<u>1/</u> 327,559	100.0	11.7	46.6	22.7	8.5	8.9	1.6
Sex:								
Male	123,331	100.0	5.7	29.3	28.8	15.1	18.8	2.3
Female	204,228	100.0	15.4	57.0	19.0	4.5	2.8	1.3
Race:								
White	221,167	100.0	10.8	42.7	24.6	9.6	10.4	1.9
Black	94,677	100.0	12.8	56.6	18.3	5.9	5.3	1.0
Other	11,715	100.0	21.2	38.7	22.3	8.2	8.3	1.2
Age:								
Under 22 years	50,141	100.0	13.5	57.6	18.7	4.9	4.0	1.2
22 to 39 years	226,827	100.0	10.9	44.7	23.9	9.3	9.5	1.7
40 years & over	50,591	100.0	13.4	44.1	21.1	8.5	10.8	2.1

1/ See footnote 1, table 3.

FUNDING

The total cost of the WIN program was \$376 million in fiscal year 1977. Of this amount, about two-thirds (68.7 percent) was expended for work and training activity, and the remainder (31.3 percent) for day care and other supportive services.

In accordance with the 1971 amendments to the WIN legislation, which require that at least one-third of all program (work and training) funds be expended for on-the-job training and public service employment, about 35 percent--approximately \$90 million--of the \$259 million employment and training money was expended for these components.

Many WIN registrants are able to participate in the program only if provided with supportive services, such as day care or assistance in arranging for transportation. A significant proportion of the WIN budget is required to enable such persons to prepare for or enter employment. In fiscal year 1977, about \$117 million--nearly one-third of the \$376 million expended for the WIN program--was used to provide such services.

New registrants and previously registered individuals received varying amounts and kinds of employment and supportive service during the year, at an estimated average cost of about \$160 per registrant in fiscal 1977.

Department of Labor funds were allocated to States on the basis of each State's percentage of registrants during the month of January 1976 and incentives to improve program performance--as measured by welfare grant reductions and wages paid to WIN job entrants. The Department of Health, Education, and Welfare allocated social service funds to the States on the basis of these same factors and fiscal year 1976 social service expenditures.

RESEARCH, DEMONSTRATION, AND EVALUATION

WIN research in 1977 focused on study of the WIN population and the best ways to provide assistance to that group. Specific areas of concern were WIN registrants' perceptions of work, their approach to jobseeking, the impact of WIN upon participants, and the impact of work upon the family. The last is particularly crucial to the female-headed, single parent families who are a large part of the AFDC and WIN populations.

An analysis of 10 years of WIN research indicated that welfare clients can be helped by WIN to improve their earnings and duration of employment and that improvement is most likely to occur when registrants receive some kind of service from WIN in addition to job referral. The analysis concluded that research has not established which aspects of the WIN effort are responsible for helping WIN registrants obtain and hold jobs. The formal categories of help, such as education, vocational training, and on-the-job training, do not seem to signify the important events that help certain individuals improve their work effort over the longer run. A closer look at what happens in the WIN experience itself is needed. 1/

A step in this direction is establishment of WIN research laboratories, to become operational in fiscal 1978 in Louisville, Madison/Racine, St. Louis, and Denver. The laboratories will provide a setting for testing innovative techniques and program models developed by local staff and will involve State and local staffs in all aspects of project design and development. The labs will focus on locally identified research and demonstration needs that have potential for improving ways of serving the WIN population. Experimental at this point, the laboratories' programs will

1/ The Work Incentive (WIN) Program and Related Experiences, p.2

be developed and refined over a period of several years before being extended to other areas.

The essential function of the WIN program is to identify the specific obstacles to welfare recipients' assimilation into the mainstream of the economy and to develop new and more effective ways of overcoming them. The focus of WIN research, then, will continue to be on the labor market problems of low-wage workers, especially female heads of single parent households. The objectives will be to identify the kinds and combinations of services most helpful in dealing with a welfare population and to assess delivery systems in terms of their usefulness in assisting WIN clients.

STATISTICAL APPENDIX

	Page
Table 1A. WIN Registrants Who Entered Employment as a Percentage of New Registrants, by Region and State, Fiscal Year 1977	27
Table 2A. Average Hourly Entry Wages of WIN Job Entrants, by Sex and State, September 1977	30
Table 3A. WIN Registrants as a Percentage of AFDC Families, by Region and State, September 1977	33
Table 4A. Average Return Per WIN Dollar Expended, by Region and State, Fiscal year 1977	36

Table 1A. WIN Registrants Who Entered Employment
as a Percentage of New Registrants, by
Region and State, Fiscal Year 1977

Region and State	Entered employment 1/	New Registrants	Percent
<u>United States</u>	272,006	1,060,739	25.64
<u>Region I</u>	19,213	71,604	26.83
Connecticut	3,398	16,328	20.81
Maine	2,249	6,447	34.88
Massachusetts	9,277	38,017	24.40
New Hampshire	573	1,262	45.40
Rhode Island	1,607	4,627	34.73
Vermont	2,109	4,923	42.84
<u>Region II</u>	23,904	101,849	23.47
New Jersey	5,489	31,673	17.33
New York	16,994	62,383	27.24
Puerto Rico	1,361	7,492	18.17
Virgin Islands	60	301	19.93
<u>Region III</u>	29,718	111,631	26.62
Delaware	906	3,694	24.53
District of Columbia	1,328	9,831	13.51
Maryland	6,427	23,887	26.91
Pennsylvania	13,328	43,666	30.52
Virginia	3,466	17,451	19.86
West Virginia	4,263	13,102	32.54
<u>Region IV</u>	29,963	135,870	22.05
Alabama	3,344	11,876	28.16
Florida	5,500	24,417	22.53
Georgia	5,145	20,728	24.82
Kentucky	3,518	16,522	21.29
Mississippi	2,438	16,765	14.54
North Carolina	4,553	18,110	25.14
South Carolina	2,269	10,003	22.68
Tennessee	3,196	17,449	18.32

Table 1A. (Continued)

Region and State	Entered employment 1/	New registrants	Percent
<u>Region V</u>	70,808	259,718	27.26
Illinois	11,792	65,070	18.12
Indiana	4,037	18,872	21.39
Michigan	16,658	75,402	22.09
Minnesota	5,616	13,492	41.62
Ohio	20,710	60,687	34.13
Wisconsin	11,995	26,195	45.79
<u>Region VI</u>	14,021	49,061	28.58
Arkansas	1,841	6,420	28.68
Louisiana	2,541	8,663	29.33
New Mexico	1,446	4,827	29.96
Oklahoma	2,013	7,538	26.70
Texas	6,180	21,613	28.59
<u>Region VII</u>	11,846	48,981	24.18
Iowa	3,587	9,827	36.50
Kansas	2,909	11,474	25.35
Missouri	4,435	24,631	18.01
Nebraska	915	3,049	30.01
<u>Region VIII</u>	12,732	33,576	37.92
Colorado	6,305	15,231	41.40
Montana	1,102	3,180	34.65
North Dakota	561	1,697	33.06
South Dakota	1,302	3,572	36.45
Utah	3,061	9,094	33.66
Wyoming	401	802	50.00
<u>Region IX</u>	42,951	199,241	21.56
Arizona	1,551	6,828	22.72
California	39,178	184,532	21.23
Hawaii	1,481	5,605	26.42
Nevada	639	1,945	32.85
Guam	102	331	30.82

Table 1A. (Continued)

Region and State	Entered employment <u>1/</u>	New registrants	Percent
<u>Region X</u>	16,850	49,208	34.24
Alaska	503	1,634	30.78
Idaho	1,234	3,882	31.79
Oregon	7,552	23,614	31.98
Washington	7,561	20,078	37.66

1/ Expected to last 30 days or more.

Table 2A. Average Hourly Entry Wages of WIN Job Entrants,
by Sex and State, September 1977

Region and State	Total	Male	Female
<u>United States</u>	\$3.10	\$3.68	\$2.73
<u>Region I</u>			
Connecticut	2.97	3.73	2.79
Maine	2.55	2.55	2.55
Massachusetts	3.52	4.08	2.84
New Hampshire	2.61	<u>1/</u>	<u>1/</u>
Rhode Island	2.89	3.55	2.61
Vermont	2.97	3.05	2.67
<u>Region II</u>			
New Jersey	2.75	3.16	2.69
New York	3.17	3.49	2.93
Puerto Rico	2.07	1.98	2.10
Virgin Islands	<u>1/</u>	<u>1/</u>	<u>1/</u>
<u>Region III</u>			
Delaware	3.14	4.02	2.69
District of Columbia	3.05	3.44	2.97
Maryland	3.10	3.73	2.66
Pennsylvania	3.15	3.47	2.72
Virginia	2.56	2.83	2.55
West Virginia	2.83	3.20	2.34
<u>Region IV</u>			
Alabama	2.41	2.43	2.40
Florida	2.40	2.57	2.39
Georgia	2.40	2.50	2.39
Kentucky	2.81	3.30	2.49
Mississippi	2.36	2.43	2.36
North Carolina	2.46	2.54	2.46
South Carolina	2.45	2.44	2.45
Tennessee	2.45	2.52	2.44

Table 2A. (Continued)

Region and State	Total	Male	Female
<u>Region V</u>			
Illinois	\$3.30	\$3.98	\$2.90
Indiana	2.67	2.69	2.67
Michigan	3.81	4.27	3.25
Minnesota	3.17	4.04	2.84
Ohio	3.33	3.63	2.74
Wisconsin	3.21	3.76	2.69
<u>Region VI</u>			
Arkansas	2.55	2.61	2.55
Louisiana	2.37	2.49	2.36
New Mexico	2.38	2.40	2.38
Oklahoma	2.45	2.54	2.44
Texas	2.39	2.51	2.38
<u>Region VII</u>			
Iowa	3.15	3.64	2.85
Kansas	2.63	3.07	2.48
Missouri	2.68	2.97	2.62
Nebraska	2.57	3.27	2.50
<u>Region VIII</u>			
Colorado	2.92	3.42	2.56
Montana	2.98	4.07	2.68
North Dakota	2.61	2.92	2.59
South Dakota	2.37	2.49	2.36
Utah	3.06	3.69	2.63
Wyoming	2.63	2.78	2.62
<u>Region IX</u>			
Arizona	2.52	2.50	2.52
California	3.47	3.92	3.05
Hawaii	3.18	3.63	2.74
Nevada	2.66	2.91	2.63

Table 2A. (Continued)

Region and State	Total	Male	Female
<u>Region X</u>			
Alaska	\$4.52	\$5.79	\$4.47
Idaho	2.73	2.90	2.72
Oregon	3.55	4.10	2.94
Washington	3.72	4.36	3.10

1/ Not available.

Table 3A. WIN Registrants as a Percentage of AFDC Families, by Region and State, September 1977

Region and State	AFDC families	Registrants on board	Registrants as percentage of AFDC families
<u>United States</u>	3,549,899	1,541,761	43.4
<u>Region I</u>	220,243	122,299	55.5
Connecticut	44,455	27,202	61.2
Maine	19,818	7,403	37.4
Massachusetts	123,744	75,670	61.2
New Hampshire	8,363	1,711	20.5
Rhode Island	17,537	6,275	35.8
Vermont	6,326	4,038	63.8
<u>Region II</u>	558,041	214,725	38.5
New Jersey	142,444	79,761	56.0
New York	369,976	122,705	33.2
Puerto Rico	44,431	11,916	26.8
Virgin Islands	1,190	343	28.8
<u>Region III</u>	403,033	176,028	43.7
Delaware	10,610	5,201	49.0
District of Columbia	32,208	11,332	35.2
Maryland	72,927	27,675	37.9
Pennsylvania	207,570	87,064	41.9
Virginia	58,791	21,734	36.9
West Virginia	20,927	23,022	110.0
<u>Region IV</u>	519,399	207,807	40.0
Alabama	56,909	21,514	37.8
Florida	83,574	30,378	36.3
Georgia	84,343	38,197	45.3
Kentucky	61,244	27,215	44.4
Mississippi	52,636	20,322	38.6
North Carolina	71,725	23,460	32.7
South Carolina	48,316	18,515	38.3
Tennessee	60,652	28,206	46.5

Table 3A. (Continued)

Region and State	AFDC families	Registrants on board	Registrants as percent- age of AFDC families
<u>Region V</u>	773,021	386,140	49.9
Illinois	224,490	114,722	51.1
Indiana	53,523	22,488	42.0
Michigan	200,865	131,830	65.6
Minnesota	46,961	14,764	31.4
Ohio	179,009	79,671	44.5
Wisconsin	68,173	22,665	33.2
<u>Region VI</u>	236,567	52,426	22.2
Arkansas	30,423	7,725	25.4
Louisiana	64,210	11,610	18.1
New Mexico	17,048	8,249	48.4
Oklahoma	28,631	7,718	26.9
Texas	96,255	17,124	17.8
<u>Region VII</u>	154,645	64,831	41.9
Iowa	31,918	14,625	45.8
Kansas	27,683	8,910	32.2
Missouri	83,422	36,805	44.1
Nebraska	11,622	4,491	38.6
<u>Region VIII</u>	65,168	30,548	46.9
Colorado	30,992	15,639	50.5
Montana	6,261	2,368	37.8
North Dakota	4,882	1,760	36.1
South Dakota	7,813	3,519	45.0
Utah	12,894	6,495	50.4
Wyoming	2,326	767	33.0

Table 3A (Continued)

Region and State	AFDC families	Registrants on board	Registrants as percent- age of AFDC families
<u>Region IX</u>	516,615	240,449	46.5
Arizona	18,644	5,068	27.2
California	474,861	226,402	47.7
Hawaii	17,930	7,217	40.3
Nevada	3,941	1,627	41.3
Guam	1,239	135	10.9
<u>Region X</u>	103,167	46,508	45.1
Alaska	4,582	1,032	22.5
Idaho	6,853	2,970	43.3
Oregon	42,681	19,765	46.3
Washington	49,051	22,741	46.4

Table 4A . Average Return Per WIN Dollar Expended, by
Region and State, Fiscal Year 1977

Region and State	Return	Region and State	Return
<u>United States</u>	\$1.29		
<u>Region I</u>	1.76	<u>Region V</u>	\$1.65
Connecticut	1.96	Illinois	0.91
Maine	1.06	Indiana	1.15
Massachusetts	1.96	Michigan	2.07
New Hampshire	0.86	Minnesota	1.25
Rhode Island	1.94	Ohio	3.00
Vermont	1.06	Wisconsin	2.11
<u>Region II</u>	1.11	<u>Region VI</u>	0.76
New Jersey	0.65	Arkansas	0.76
New York	1.48	Louisiana	0.65
Puerto Rico	0.09	New Mexico	0.68
Virgin Islands	0.24	Oklahoma	0.79
		Texas	0.76
<u>Region III</u>	0.56	<u>Region VII</u>	0.62
Delaware	1.53	Iowa	1.03
District of Columbia	0.29	Kansas	1.40
Maryland	0.57	Missouri	0.07
Pennsylvania	1.32	Nebraska	0.59
Virginia	0.76	<u>Region VIII</u>	1.54
West Virginia	0.56	Colorado	2.26
<u>Region IV</u>	0.67	Montana	0.70
Alabama	0.74	North Dakota	0.64
Florida	0.55	South Dakota	1.47
Georgia	0.50	Utah	1.06
Kentucky	1.07	Wyoming	1.32
Mississippi	0.22		
North Carolina	1.30		
South Carolina	0.36		
Tennessee	0.67		

Table 4A. (Continued)

Region and State	Return	Region and State	Return
<u>Region IX</u>	\$1.20	<u>Region X</u>	\$1.96
Arizona	0.74	Alaska	0.62
California	1.22	Idaho	1.76
Hawaii	1.76	Oregon	2.41
Nevada	1.10	Washington	1.74

GLOSSARY

AFDC (Aid to Families with Dependent Children)--A program authorized by title IV-A of the Social Security Act to provide financial assistance to needy families with children.

APPRAISAL--The interview of a registrant by WIN and separate administrative unit (SAU) staff to determine the registrant's employability potential and suitability for participation in a WIN activity.

CERTIFICATION--A written notice from the SAU that necessary supportive services have been arranged or are available to enable a WIN registrant to accept employment, training, or manpower services, or that no supportive services are needed and that the individual is at that time ready for employment or training.

CETA (Comprehensive Employment and Training Act)--Law authorizing programs to provide job training and employment opportunities to unemployed, underemployed, and economically disadvantaged persons.

EXEMPT--An AFDC applicant/recipient who is not legally required to register for employment or training under the WIN program as a condition of eligibility for AFDC.

INCOME MAINTENANCE UNIT (IMU)--The unit of the State or local welfare agency that accepts applications and determines an individual's eligibility for AFDC.

INTENSIVE MANPOWER SERVICES (IMS)--A structured WIN component that provides concentrated employment and employability services to WIN registrants, with emphasis upon developing job finding and job retention skills. Services include exposure to the labor market, work experience, job referral, and job development.

REGISTRANT--An AFDC applicant or recipient who has registered with the WIN sponsor for employment and employability services.

Mandatory Registrant--An individual who is registered for the WIN program as a condition of eligibility for welfare.

Voluntary Registrant--An individual who volunteers to register for the WIN program, although not legislatively required to do so.

REGISTRATION--The process by which an AFDC applicant or recipient completes all necessary registration requirements.

SAU (separate administrative unit)--The unit of welfare agency personnel that is set up to handle supportive services for WIN registrants. This unit helps to determine which services are needed for an individual to participate and arranges for or provides all services decided upon. This unit "certifies" to WIN staff that an individual can be placed in training or employment.

SUPPORTIVE SERVICES--Those social services provided by the SAU, such as child care, medical services, home management services, and housing services, which are necessary to enable an individual to engage in employment or training.

WIN/OJT (on-the-job training)--A WIN component in which a registrant is placed in a private or public worksite where the employer has indicated the intention to retain the individual after successful completion of training.

WIN/PSE (public service employment)--A WIN component that provides subsidized transitional employment for WIN registrants in public or private nonprofit agencies if jobs in the regular economy cannot be obtained.